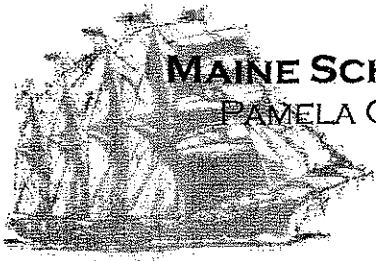
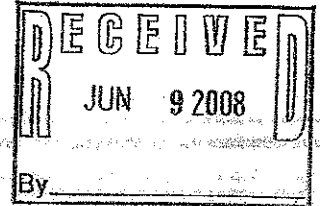


Rier-NTA



**MAINE SCHOOL ADMINISTRATIVE DISTRICT #40**  
**PAMELA CARNAHAN, SUPERINTENDENT OF SCHOOLS**

44 School Street  
Warren, ME 04864  
207.273.4070 ext 226  
[pamela\\_carnahan@sad40.k12.me.us](mailto:pamela_carnahan@sad40.k12.me.us)



June 6, 2008


Commissioner Susan Gendron  
Maine Department of Education  
23 State House Station  
Augusta, Me 04330

Dear Commissioner Gendron:

This is in response to your memo of May 13, 2008. As the result of our School Board's approved budget and the approval of the budget at our Regional Town Meeting on May 31, our 2008-09 budget did not suffer any reduction in the area of instruction or instructional support. Currently, the funding reductions that were passed on to our school district were offset by an increase in state subsidy (moving to 54%). We have made a good faith effort at responding to the State's budgetary restrictions.

We continue to look forward to developing collaborative initiatives with surrounding school districts.

Sincerely,

  
Pamela Carnahan, Ph.D.  
Superintendent of Schools  
MSAD #40

MAINE SCHOOL ADMINISTRATIVE DISTRICT NO. 40

REC'D MAR 25 2008

Friendship \* Waldoboro \* Warren \* Washington \* Union

Pamela J. Carnahan, Ph.D., Superintendent

Scott Vaitones, Business Manager

Susan Jackson, Director of Instruction

Karen Etheridge, Director of Student Services

March 24, 2008

Jennifer Pooler  
Maine Department of Education  
23 State House Station  
Augusta, ME 04333-0023

Dear Jennifer,

In regards to our Alternative Plan submission, we are not sure what you are looking for. I've attached a copy of your correspondence to Pamela Carnahan. I've also attached a copy of the cover sheet and check list as submitted with our plan.

Thank you for your time and consideration.

Thank you,

  
Scott Vaitones

Cc: Pamela Carnahan

Pam,

I spoke with Norm Higgins this morning regarding your letter dated January 18, 2008, received March 4, 2008. After talking with you, Norm asked that I request further information from you in regards to your letter so that it may qualify as an Alternative Plan submission. Please complete the attached documents and return to me via fax or USPS mail.

Also, Norm has requested that I forward information regarding the requirements on the statement for adverse impact. As you prepare your statement on adverse impact, please consider using language similar to that in P.L. 2007, chapter 240, Part XXXX-36(6)(F) that "... the projected expenditures in FY 2008-2009 for system administration, transportation, special education, and facilities and maintenance will not have an adverse impact on the instructional program" by providing an assurance to that effect.

If you have any questions, please don't hesitate to contact Norm at 624-6783.

Regards,

Jennifer

<<Alt Checklist.doc>> <<Alt Cover.doc>>

Jennifer G. Pooler

Maine Department of Education

23 State House Station

Augusta, ME 04333-0023

Phone (207)624-6638 Fax (207)624-6700

As Submitted

## ALTERNATIVE PLAN SUBMITTAL SHEET

School Administrative Unit Submitting Alternative Plan:

- MSAD 40

Contact Information:

Name: Pamela Carnahan, Superintendent

Address: 44 School St.

Warren, ME

04864

Telephone: 207.273.4070

email: pamela.carnahan@sad40.k12.me.us

Date Plan Submitted by SAU: 1Dec07

The intent to submit an alternative plan has been approved by the Commissioner in the approval of the Notice of Intent?

☒ YES

☐ NO

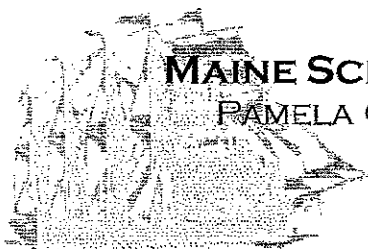
(If NO, please explain.)

**Alternative Plan Cover Sheet**  
(Please attach Alternative Plan as Exhibit A)

Item	Complete	In Progress	Not Yet Started	Need Assistance <sup>1</sup>
Plan addresses how the SAU will reorganize administrative functions, duties and noninstructional personnel so that projected expenditures of RSU in fiscal 2008-2009 for the following areas will not have an adverse impact on the instructional program.				
system administration	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
transportation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
special education	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
facilities and maintenance	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Plan addresses how cost savings will be achieved in fiscal 2008-2009 for the above four areas.	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Part 2: Other Requirements</b>				
Enrollment meets requirements (2,500 except where circumstances justify an exception)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
When viewed in conjunction with surrounding proposed units, may not result in one or more municipalities being denied the option to join an RSU	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Includes at least one publicly supported high school	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Consistent with policies set forth in section 1451	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
No displacement of teachers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
No displacement of students	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
No closures of schools existing or operating during school year immediately preceding reorganization, except as permitted under section 1512	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Part 3: Other Information</b>				
			Yes	No

<sup>1</sup> Please explain what assistance you need to complete this portion of your plan, and state from whom you need assistance, on the next page.





**MAINE SCHOOL ADMINISTRATIVE DISTRICT #40**  
PAMELA CARNAHAN, SUPERINTENDENT OF SCHOOLS

44 School Street  
Warren, ME 04864  
207.273.4070 ext 226  
[pamela\\_carnahan@sad40.k12.me.us](mailto:pamela_carnahan@sad40.k12.me.us)

January 18, 2008

Commissioner Susan Gendron  
Maine Department of Education  
23 State House Station  
Augusta, ME 04330

Dear Commissioner Gendron:

In your memo of December 14, 2007, you requested several items of information which we are forwarding to you. You also requested assurance that the proposed subsidy decreases would not have an adverse impact on the instructional program. At this point, I cannot make this assurance. In the attached memos, I explain the impact of these funding reductions on our facilities, transportation system, special education programs and system wide administration.

This district has suffered the results of decreased funding for at least the past six years. Five years ago, MSAD 40 was directed by your office to initiate substantial changes to our maintenance, fiscal, transportation, personnel systems and food service operations. Our state approval status was reduced from "approved" to "provisional" as a result. For the past four years, the district has worked diligently to improve its operational systems and last year we were able to convince your department that substantial adjustments had been made to restore our status to "approved." The decrease in subsidy threatens to undermine all of our efforts.

In addition, our high school has just completed year one of the New England Association of Schools and Colleges Review. Many of the recommendations revolved around facilities needs that have been delayed because of lack of funding. Our high school was placed on probationary status. Without substantial attention to the 24 items listed in the NEASC report, we could lose our accreditation.


MSAD 40 is facing another obstacle-this one is the result of being a "stand alone district" under the new regionalization law. The following is a summary of the direct impact on MSAD 40. The figures are based on our current State subsidy as reported to the District by the Department of Education on the ED-281 dated 06/13/007.

SUMMARY OF IMPACT ON M.S.A.D. #40	FY08	FY08	FY09	FY09
	Budget	EPS	EPS	Net
		maximum	maximum	Change
		allocation	allocation	
System-wide Administration	\$ 452,542	\$ 787,986	\$ 449,015	\$ (338,971)
Special Education	\$ 2,587,740	\$ 1,781,529	\$ 1,692,453	\$ (89,076)
Transportation (w/o bus purchases)	\$ 1,139,363	\$ 1,114,491	\$ 1,058,767	\$ (55,724)
Operations & Maintenance	\$ 2,012,040	\$ 2,235,760	\$ 2,192,487	\$ (43,273)
<b>Total:</b>	<b>\$ 6,191,685</b>	<b>\$ 5,919,766</b>	<b>\$ 5,392,722</b>	<b>\$ (527,044)</b>

**M.S.A.D. #40 will lose \$551,586 in State subsidy. This translates to M.S.A.D. #40 State funding dropping from 51.13% to 47.95%. Through no fault of its own, M.S.A.D. #40 will be required to shift an additional tax burden onto local taxpayers, even if there were no increase in the school budget. The proposed legislative changes by the DOE do not address the serious problems that will be facing districts like M.S.A.D. #40, who have been left without the possibility for partnerships. The DOE's answer that we can work on regional service contracts fails to recognize the lack of interest and available additional energy in pursuing these options when there is so much work to be done by districts as they try to finalize their merger plans within the tight deadlines set by the law.**

In conclusion, MSAD 40 has operated on an austere budget for years. The proposed loss of subsidy threatens the efforts we have made to address deficiencies and weaknesses in our school system. We will be forced to either pass on the state decreases in funding to our already tax strapped citizens or make painful and disturbing cuts to our instructional programs.

Sincerely,

  
Pamela Carnahan, Ph.D.  
Superintendent of Schools  
MSAD #40



## MAINE SCHOOL ADMINISTRATIVE DISTRICT NO. 40

Friendship \* Waldoboro \* Warren \* Washington \* Union

Pamela J. Carnahan, Ph.D., Superintendent

Scott Vaitones, Business Manager

Susan Jackson, Director of Instruction

Karen Etheridge, Director of Student Services

February 11, 2008

To: Pamela Carnahan, Superintendent of Schools

Fr: Scott Vaitones, Business Manager

Re: System Administration cost

The M.S.A.D. # 40 current cost for System Administration is substantially below the FY08 allocation. The overall staffing level of the Central Office is 40 hours per week less than when the Department of Education came in and did a review of the District in 2003 that resulted in placing the District on provisional status. Many of the issues identified at that time were the direct result of inadequate staffing and supporting resources. Further, at the time of the review there was \$20,000 budgeted for overtime and substitutes for people out. There has been nothing budgeted for overtime or substitutes in the past two years.

The System Administration is running as lean as it possibly can and is marginally able to perform all of its required functions. The success is a function of very skilled and dedicated staff who continue to be willing to do whatever it takes to get the job done.

Further reduction in System Administration would significantly impact the ability to:

- ✓ Pay bills in a timely manner
- ✓ Encumber Purchase Orders before sending them out
- ✓ Keep the Bank Accounts reconciled on a monthly bases
- ✓ Properly post and interview for all openings in the District
- ✓ Remain timely with all State and Federal Reporting

The loss of subsidy in System Administration will translate into a cost passed onto the local taxpayers. As, it is the belief of the School Board, that further cuts in the System Administration will put this District back in jeopardy of being where it was when the Department did their review in 2003

The following Exhibit 1 shows the FY08 System Administration budget and the FY09 "Proposed" budget



**Exhibit 1**

<b>System Administration</b>	<b>Current Budget</b>	<b>Proposed</b>
	<b>FY08</b>	<b>FY09</b>
Office of Superintendent	\$ 164,758	\$ 173,887
Business Office	\$ 247,074	\$ 261,503
School Board	\$ 56,211	\$ 65,451
<b>Total</b>	<b>\$ 468,043</b>	<b>\$ 500,841</b>
<b>EPS allocation</b>	<b>\$ 787,986</b>	<b>\$ 449,015</b>
<b>Over (under) allocation</b>	<b>\$ (319,943)</b>	<b>\$ 51,826</b>

## MAINE SCHOOL ADMINISTRATIVE DISTRICT NO. 40

Friendship, Union, Waldoboro, Warren, Washington  
44 School Street, Warren, Maine 04864  
Tel (207) 273-4070 Fax (207) 273-4338

Pamela J. Carnahan, Ph.D., Superintendent  
Scott Vaitones, Business Manager

Karen M. Etheridge, Director of Student Services  
Susan R. Jackson, Director of Instruction

To: Pamela Carnahan, Superintendent  
From: Karen M. Etheridge, Director of Student Services  
Re: MSAD #40 Day Treatment program  
Date: January 17, 2008

Life Skills program K-12 and Day Treatment programs K-12 all fall under the umbrella of "Day Treatment."

Day Treatment is MSAD #40's most intensive special education service for students with severe emotional and/or behavioral needs. Life Skills is also one of MSAD #40's most intensive special education services for students with complex developmental needs. In all day treatment programs, staff are trained in developmental therapy and receive ongoing consultation with mental health clinicians.

Currently our Day Treatment programs are servicing 70 students. Nine teachers and twenty-four educational technicians are working in the programs seventy students represents 19.5% of the special education student population that are being serviced in Day Treatment programs. Currently only 4 students out of 359 are placed out-of-district, which is less than 1% of the Special Education population.

If these programs did not exist in our District, these students would need to be placed out-of-District in order to receive the educational program that is most appropriate. Currently, the approximate cost to run the MSAD #40 Day Treatment programs is \$930,000.

If the MSAD #40 Day Treatment programs were eliminated, a possible 60 of the 70 students would need to be placed out-of-District. The approximate cost to educate one student in an out-of-District program is \$40,000 per year. At that rate, it would cost \$2.4 million per year to educate all MSAD #40 Day Treatment students who are placed out-of-District, in order for them to receive an appropriate educational program. The \$2.4 million figure far exceeds the recommended 5% cut.

Why is it imperative that we keep these programs in District? Since the passage of Public Law 94 142 in 1976 and its subsequent revisions, inclusive of Child Find Birth to 3-years old and preschool populations, it has been a public school district's mandated responsibility (Local Educational Agency) to provide a free appropriate public education (FAPE) to all students. As a result, public schools have received an ever growing, more complex, group of students with cognitive, medical/physical, and emotional disabilities that would not have been in attendance prior to the authorization of PL 94-142 in 1977 by Congress and signed by President Gerald Ford. Alternatives to educating these students would be too costly, not endorsed by the State of Maine, risk costly litigation by family and child advocates concerned that their child/client was not receiving a FAPE,

Pamela Carnahan, Superintendent

Page Two

January 17, 2008

and/or tax the District's teaching and administrative personnel with children that staff are untrained to educate.

Several years ago, in an effort to be proactive, MSAD #40 began to develop programs in order to meet the needs of these complex students as well as the Federal and State regulations. The elimination of these programs would create a serious, adverse effect to the Day Treatment students and MSAD #40.

*Kara M. Achary*

<b>Exhibit 2</b>		
<b>Special Education</b>	<b>Current Budget</b>	<b>Proposed Budget</b>
	<b>FY08</b>	<b>FY09</b>
Total	\$ 2,627,747	\$ 2,630,752
EPS allocation	\$ 1,781,530	\$1,692,453
Over (under) allocation	\$846,217	\$938,299

estimated at 5% reduction

## MAINE SCHOOL ADMINISTRATIVE DISTRICT NO. 40

Friendship \* Waldoboro \* Warren \* Washington \* Union

Pamela J. Carnahan, Ph.D., Superintendent

Scott Vaitones, Business Manager

Susan Jackson, Director of Instruction

Karen Etheridge, Director of Student Services

February 11, 2008

To: Pamela Carnahan, Superintendent of Schools

Fr: Scott Vaitones, Business Manager

Re: Transportation

The M.S.A.D. # 40 cost for Student Transportation is higher then the EPS allocation.

There are several factors contribute to this:

- ✓ In 2002 the average bus was 9 years old. In 2007 the average bus is 7 years old as there has been a commitment for the past 4 years to replace very old buses that were both expensive to maintain and often unreliable.
- ✓ The fleet uses approximately 77,000 gallons of diesel fuel a year. The past two years have seen a \$1 per gallon price increase each year. This translates into an estimated fuel cost for FY09 of \$231,000.
- ✓ The District covers a significant geographic area. Including many "back coves", peninsulas and lakes where a bus often travels several miles to pick up one or two students then has to back track those same miles to continue on to the next student.
- ✓ The District has a very extensive "Day Treatment Program" in Special Education that requires a lot of "one on one" driver cost because of significant behavioral issues with many of the students. (See Special Education cost for more detail).

The District has taken several steps in the past 4 years to control its overall transportation cost including:

- ✓ Elimination of five bus runs. However, we currently have students who spend over one hour coming and one hour going on the bus every day.
- ✓ Terminated a lease on a bus repair facility that was not in the District's best interest and entered into a lease on a different facility saving over \$20,000 per year.
- ✓ Entered into a fuel purchasing bid cooperative with several area school systems and municipalities.

## MAINE SCHOOL ADMINISTRATIVE DISTRICT NO. 40

Friendship \* Waldoboro \* Warren \* Washington \* Union

Pamela J. Carnahan, Ph.D., Superintendent

Susan Jackson, Director of Instruction

Scott Vaitones, Business Manager

Karen Etheridge, Director of Student Services

February 12, 2008

To: Pamela Carnahan, Superintendent of Schools

Fr: Scott Vaitones, Business Manager

Re: Operations and Maintenance of Facilities cost

On the positive side, The M.S.A.D. # 40 current cost for Operations and Maintenance is substantially below the FY08 allocation and will be below the FY09 allocation.

However, the impact of the substantial energy cost increases is having a huge effect on the overall Facilities budget and impacting our ability to continue forward with long term maintenance repairs.

The cost of energy for FY08 was 27.2% of the entire Operations and Maintenance of Facilities budget. For FY09, the energy cost will represent 35.1% of the Operations and Maintenance of Facilities budget which translates into an increase of \$165,000 for heating oil and diesel fuel.

Even after the cut in subsidy allocation for Operations and Maintenance of Facilities, our spending will remain below the allocation, in order to absorb the high increases in energy, we will need to pass on additional cost to the Local taxpayer and defer long term maintenance in some areas.

This District went without a Director of Facilities for over 6 years and with a full time Director this year, we are just starting to address long term approaches to the significant lack of funding for maintenance over the years. We are also training custodians for the first time in over ten years and raising expectations of what is acceptable workmanship.

We are looking forward to the opening in September 2008 of the new consolidated Medomak Middle School and will realize some savings with the closing of AD Gray Middle School in Waldoboro and the closing of the Educational Support Center in Warren. However, the new middle school is substantially larger and meets all current codes and thus will have a much heavier use of electricity with the introduction of proper ventilation. The consolidation has resulted in the reduction of three teaching positions that translate into overall cost saving to the District.



The following Exhibit 3 shows the FY08 Operations and Maintenance budget and the FY09 "Proposed" budget

<b>Exhibit 3</b>	<b>Current Budget including CMP &amp; Heating Oil</b>		<b>Proposed Budget including CMP &amp; Heating Oil</b>		<b>Budget To Budget</b>	<b>Energy cost</b>
	<b>FY08</b>		<b>FY09</b>		<b>change</b>	<b>change</b>
<b>Operations &amp; Maintenance of Facilities</b>	<b>Total Maintenance</b>	<b>CMP &amp; Heating Oil</b>	<b>Total Maintenance</b>	<b>CMP &amp; Heating Oil</b>		
<b>AD Gray</b>	\$ 150,603	\$ 39,361	\$ -	\$ -	\$(150,603)	\$(39,361)
<b>Union/DR Gaul</b>	\$ 249,535	\$ 72,569	\$ 219,051	\$ 87,119	\$(30,484)	\$ 14,550
<b>Medomak Middle School</b>			\$ 310,109	\$ 111,000	\$ 310,109	\$111,000
<b>Miller School</b>	\$ 224,445	\$ 73,685	\$ 278,560	\$ 88,385	\$ 54,115	\$ 14,700
<b>Prescott Memorial</b>	\$ 109,787	\$ 29,528	\$ 118,895	\$ 35,678	\$ 9,108	\$ 6,150
<b>Warren Community School</b>	\$ 279,574	\$ 98,777	\$ 310,917	\$ 113,277	\$ 31,343	\$ 14,500
<b>Friendship Village School</b>	\$ 111,070	\$ 30,938	\$ 117,357	\$ 35,588	\$ 6,287	\$ 4,650
<b>Medomak Valley High School</b>	\$ 552,443	\$ 186,432	\$ 613,453	\$ 219,657	\$ 61,010	\$ 33,225
<b>Plant Operations &amp; Maintenance</b>	\$ 291,463	\$ -	\$ -	\$ -	\$ 315,003	\$ -
<b>Central Office</b>	\$ 48,778	\$ 18,404	\$ -	\$ -	\$(48,778)	\$(18,404)
<b>total</b>	<b>\$2,017,698</b>	<b>\$ 549,694</b>	<b>\$ 1,968,342</b>	<b>\$ 690,704</b>	<b>\$(49,356)</b>	<b>\$141,010</b>
<b>EPS allocation</b>	<b>\$ 2,235,760</b>		<b>\$ 2,192,487</b>			
<b>Over (under) allocation</b>	<b>\$ (218,062)</b>		<b>\$ (224,145)</b>			
<b>energy cost as a percentage of budget</b>		<b>27.24%</b>		<b>35.09%</b>		

**Pooler, Jennifer**

---

**From:** Pooler, Jennifer  
**Sent:** Tuesday, March 11, 2008 10:04 AM  
**To:** Pamela Carnahan (Pamela\_Carnahan@sad40.k12.me.us)  
**Subject:** Reorganization

**Attachments:** Alt Checklist.doc; Alt Cover.doc

Pam,

I spoke with Norm Higgins this morning regarding your letter dated January 18, 2008, received March 4, 2008. After talking with you, Norm asked that I request further information from you in regards to your letter so that it may qualify as an Alternative Plan submission. Please complete the attached documents and return to me via fax or USPS mail.

Also, Norm has requested that I forward information regarding the requirements on the statement for adverse impact. As you prepare your statement on adverse impact, please consider using language similar to that in P.L. 2007, chapter 240, Part XXXX-36(6)(F) that "... the projected expenditures in FY 2008-2009 for system administration, transportation, special education, and facilities and maintenance will not have an adverse impact on the instructional program" by providing an assurance to that effect.

If you have any questions, please don't hesitate to contact Norm at 624-6783.

Regards,

Jennifer



Alt Checklist.doc (87 KB)



Alt Cover.doc (34 KB)

Jennifer G. Pooler  
Maine Department of Education  
23 State House Station  
Augusta, ME 04333-0023  
Phone (207)624-6638 Fax (207)624-6700



# ALTERNATIVE PLAN SUBMITTAL SHEET

School Administrative Unit Submitting Alternative Plan:

- MSAD 40

Contact Information:

Name: Pamela Carnahan, Superintendent  
Address: 44 School St.  
Warren, ME  
04864  
Telephone: 207.273.4070  
email: pamela\_carnahan@sad40.k12.me.us

Date Plan Submitted by SAU: 1Dec07

**The intent to submit an alternative plan has been approved by the Commissioner in the approval of the Notice of Intent?**

☒ YES ☐ NO

(If NO, please explain.)

☒ Initial Receipt ☐ Revision (Version # \_\_\_\_\_)

Received: 12/3/07

Initial Review: 12/4/07

Review Completed:     /    /    

Commissioner Response

☐ Approved ☐ Revise & Return

Returned to SAU:     /    /    

Revisions due to Department:     /    /    

Initial Plan Received (if revision):     /    /

## Alternative Plan Cover Sheet

(Please attach Alternative Plan as Exhibit A)

Plan Requirements				
Item	Complete	In Progress	Not Yet Started	Need Assistance <sup>1</sup>
Plan addresses how the SAU will reorganize administrative functions, duties and noninstructional personnel so that projected expenditures of RSU in fiscal 2008-2009 for the following areas will not have an adverse impact on the instructional program.				
<b>system administration</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>transportation</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>special education</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>facilities and maintenance</b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Plan addresses how cost savings will be achieved in fiscal 2008-2009 for the above four areas.	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Parameters for Plan Development				
Enrollment meets requirements (2,500 except where circumstances justify an exception)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
When viewed in conjunction with surrounding proposed units, may not result in one or more municipalities being denied the option to join an RSU	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Includes at least one publicly supported high school	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Consistent with policies set forth in section 1451	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
No displacement of teachers	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
No displacement of students	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
No closures of schools existing or operating during school year immediately preceding reorganization, except as permitted under section 1512	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Collaborative Agreements				
			Yes	No

<sup>1</sup> Please explain what assistance you need to complete this portion of your plan, and state from whom you need assistance, on the next page.



**Exhibit A**

**Regional School Unit 23**  
**Alternative Plan**

**December 1, 2007**

**MSAD No. 40**  
**44 School St.**  
**Warren, ME 04864**

## **MSAD No. 40**

### **Board of Directors**

Bonnie Davis Micue, Chair  
Sharon Brown  
Theodore Brown  
Carl Cunningham

Thomas Gallant  
Mary Genthner  
Philip Groce  
Gail Hawes  
Danny Jackson  
Robert Jones  
Tim Lewis  
John Lichtman  
Kim Miller  
Joseph Tynan  
Nancy Watson

### **Superintendent**

Pamela Carnahan, PhD

### **Business Manager**

Scott Vaitones

### **RPC members**

Frank Braun, Selectman, Warren  
John Gibbons, Selectman, Union  
Donald Grinnell, Selectman, Washington  
Carlton Johnson, Selectman, Waldoboro  
Arthur Thompson, Selectman, Friendship  
Bonnie Davis Micue, MSAD 40 Board  
Gail Hawes, MSAD 40 Board  
Danny Jackson, MSAD 40 Board  
Tim Lewis, MSAD 40 Board  
John Lichtman, MSAD 40 Board  
Ted Andrei, Citizen of Washington  
Ann DeWitt, Citizen of Friendship  
Mark Lincoln, Citizen of Union  
Charlie Richardson, Facilitator

## **Alternative Plan**

### **1. Approval of Notice of Intent**

On August 31, 2007, after an intensive and ultimately unsuccessful effort to find a merger partner among surrounding school administrative units, MSAD 40 submitted a Notice of Intent to file an Alternative Plan to transition to a Regional School Unit (RSU 23) as a stand-alone district. The justification for this submission falls under Section 1.f, "Other unique circumstances," of the Parameters for Plan Development section of DOE's specification for an Alternative Plan. The unique circumstance is the district's inability to find a merger partner despite its best efforts to do so, as documented in the rejection letters and other communications received from all surrounding units in the July – August time period. (Continued efforts to find a merger partner in the September – November period, after the filing of the Notice of Intent, were similarly unsuccessful.) On September 13, 2007, the district received a response from the Commissioner approving the Notice of Intent to file an Alternative Plan.

### **2. Reorganization of Administrative Functions, Duties, and Personnel**

The district has searched for opportunities to reorganize services and reduce non-instructional costs in the four areas targeted for reductions in State subsidy under LD499, with the following results:

#### ***a. Central Administration***

EPS currently allows \$359.00 per student for system-wide administration. MSAD 40 already operates its Central Office at \$226.00, a cost that is approximately 40 percent below current EPS allowances and that is approximately 10% above next year's allocation of \$204.00. We have been unable to identify opportunities for further reductions in this area.

#### ***b. Transportation***

The characteristics of the district limit our opportunities to find substantial reductions in projected transportation costs. MSAD 40 is a rural district with a population of less than 2,000 students distributed over more than 200 square miles. The district operates a total of 26 school buses, including 6 spares that are actually used most days for additional runs following extra-curricular activities, over routes that total more than 2,000 miles per day. Poorly-maintained roads ensure that buses suffer a high rate of wear-out and fatigue and require more maintenance and more-frequent replacement.

The district leases a bus garage (servicing facility), and performs much of its own fleet maintenance with its own mechanics. The district has already reduced its expenditures in this area by \$20,000 per year. A further decrease in our bus fleet operations and maintenance costs is unlikely, but having our own mechanics has allowed us to achieve a substantial decrease in in-service failures, faster repair turnaround times when operating problems do occur, and a very significant reduction in fault discoveries during State inspections.

We have high hopes for sharing a bus maintenance facility and maintenance staff with surrounding districts, but we have been unable to work out cooperative agreements so far. We plan to continue pursuing this opportunity.

We plan to investigate the potential for reductions in transportation costs by route and schedule optimization, using a commercially-available route optimization software package. We have not yet completed the investigation, but estimating the amount of any savings is going to be difficult in advance of actually purchasing the software and applying it. The cost of these packages is high. We hear persistent rumors that DOE is considering purchasing a Statewide license for a software package of this type, and making it available to the RSUs. We eagerly await confirmation of these rumors.

With fuel costs increasing daily, a reduction in transportation of 5% is highly unlikely to be achievable by any district and certainly not one that covers the number of road miles involved in this district.

#### *c. Special Education*

Our special education student population currently stands at about 18 percent of the overall student population, and represents a substantial cost element.

One of the opportunities identified for reduction of administrative costs in this program is the creative use of the Distance Learning System in our high school to reduce the administrative load on the special education staff. These opportunities are difficult to plan for, and must be identified as they occur. A recent example was the planned use of the DLS for a 5Nov07 informational session between the staff of the Governor Baxter School for the Deaf and hearing-impaired students and their families in a number of school districts across the State. Although this session was cancelled at the last minute by the Baxter School, it would have relieved our own administrative staff from the task of traveling to the Baxter school for a conference and then conducting such a session locally with interested families.

In addition, recent staffing changes have resulted in a small reduction in expenditures.

#### *d. Facilities*

MSAD 40's new district-wide middle school is scheduled to open in September 2008, replacing the district's two existing middle schools. As a result, the district plans to divest two buildings: the Educational Service Center in Warren, and the A.D. Gray Middle School building in Waldoboro. On a cost-per-square-foot basis, the ESC is currently the highest-cost building in the district to operate. And the A.D. Gray building is facing high repair and renovation needs that will be obviated by the transition to the new building. The dramatic rises in costs of utilities make further reductions unlikely.

As a district, we are committed to finding ways to preserve educational programming in the presence of planned reductions in State subsidy in the four targeted areas.

### **3. Cooperative Agreements With Other Districts**

The district has been working for some time to identify opportunities for cooperative agreements with other districts for shared services that might lower operating costs for both parties.

In April of this year, MSAD 40 reached an agreement with MSAD 5 to share a Food Service Director. The sharing arrangement is working well, and both districts are completely satisfied with the results.

MSAD 40 has also entered into a buying consortium this year for heating oil and diesel fuel with several districts and municipalities, plus Knox County.

Beyond these limited successes, the district has aggressively sought cooperative agreements for shared services with surrounding districts in the following areas:

- a. School bus maintenance
- b. Special transport of students presenting transportation difficulties
- c. Transportation management
- d. Overall business services management: purchasing, disbursements, payroll, global financial services, health insurance services, dental and other benefits management, staff hiring and training, reporting, and related services
- e. Facilities management and administration (hiring, training, standardization of procedures, products and equipment used, and protocols)
- f. Sharing of skilled on-staff personnel (e.g., and electrician, an HVAC technician)
- g. Computer network management, IT services, laptop and related equipment repair, and technology integration support.

In July, we approached all of the surrounding districts with a proposal to investigate cooperative agreements in any of the above areas. Only two districts responded, and both of those declined to discuss the proposal because of ongoing merger discussions that overshadowed inter-district agreements. We plan to pursue this avenue further, but the timing does not appear productive right now because of the continuing merger discussions around us. The indications are that July-August 2008 might be a more-realistic target timeframe, when real cost data rather than projections are available to support the discussions. There is a strong commitment to collaborative arrangements in this district and MSAD 40 will continue to explore relationships that will be mutually advantageous.



## **Exhibit B**

This Exhibit contains reports describing the results of MSAD No. 40 contacts with surrounding districts inquiring about interest in exploring a merger under LD499.

None of the inquiries led to productive discussions, primarily because all surrounding districts were pursuing other merger opportunities, and MSAD No. 40 consequently filed a Notice of Intent to become a stand-alone RSU as a result of its "doughnut hole" status. This NOI was approved by the Commissioner.

With a current student population of just under 2,000, MSAD No. 40 has less than the standard minimum of 2500 students but more than the absolute minimum of 1200 students. Doughnut hole status has been recognized by DOE as a unique circumstance justifying an exception to the 2500 student minimum.

Attached are the following documents describing the results of our unsuccessful attempts to institute merger discussions with surrounding districts:

**1. *MSAD 28 and Five Town CSD***

Attachment 1: Letter from Pat Hopkins, MSAD 28 and Five Town CSD superintendent, addressed to Pam Carnahan, MSAD 40 superintendent, providing notification of plan to file a notice of intent without MSAD 40.

**2. *MSAD 5 and MSAD 50***

Attachment 2: Letter from Judy Harvey, MSAD 50 superintendent, addressed to Pam Carnahan, MSAD 40 superintendent, providing notification of intent to merge with MSAD 5, without MSAD 40.

Attachment 3: Letter from Jamie Doubleday, MSAD 50 board chair, addressed to Bonnie Davis Micue, MSAD 40 board chair, declining to discuss the possibility of a merger with MSAD 40.

**3. *Unions 74***

Attachment 4: Letter from Robert Bouchard, Union 74 superintendent, addressed to Pam Carnahan, MSAD 40 superintendent, declining to discuss a potential merger or cooperative agreements with MSAD 40.

**4. *Wiscasset, Westport Island, Alna, Union 132, Union 133***

Attachment 5: Letter from MSAD 40 RPC co-chair addressed to Jay McIntire, Wiscasset School District superintendent, Frank Boynton, Union 132 superintendent, and Greg Potter, Union 133 superintendent, reporting withdrawal of MSAD 40 from merger discussions because of opposition from other participating school units.

**5. *Proposals for consolidation of services/collaborative agreements:***

Attachments 6-11: Outlines for proposals which were offered to area superintendents outlining areas for discussion to reach collaborative agreements. To date, there are no new agreements on the table, but these offers still stand open.

Printed by: Pamela Carnahan  
Title: Re: regionalization : SAD40

Thursday, July 12, 2007 7:21:23 AM  
Page 1 of 1

Wednesday, July 11, 2007 1:09:37 PM

Message

From: Patricia\_Hopkins@fivetowns.net  
Subject: Re: regionalization  
To: Pamela Carnahan

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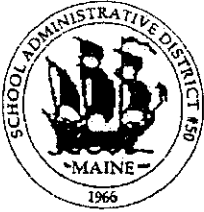
Hi Pam,

The MSAD #28 School Board voted on Monday, July 9 to file a Notice of Intent to reorganize with the Five Town CSD and Union #69. The Five Town CSD has a meeting this evening and will discuss its reorganization intention at that time. I will officially notify you following that meeting.

Hope you're well. Best, Pat

Patricia Hopkins  
Superintendent of Schools  
Five Town CSD/MSAD #28  
7 Lions Lane  
Camden, ME 04843  
Tel: 207-236-3358  
Fax: 207-236-7810

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MAINE SCHOOL ADMINISTRATIVE DISTRICT NO. 50  
OFFICE OF THE SUPERINTENDENT  
12 Starr Street  
Thomaston, ME 04861  
(207) 354-2555  
FAX (207) 354-2564

Attachment 2

Judith Harvey  
Superintendent of Schools


John Spear  
Business Manager

Neal Guyer  
Curriculum Coordinator

Christine Tofani  
Director of Student Services

July 16, 2007

To: Pam Carnahan

From: Judy Harvey 

Re: Regionalization

Thanks so much for meeting with me last week. As I expressed to you, MSAD #50 and MSAD #5 are intending to go forward with a Letter of Intent regarding joining forces into a new RSU. Our work together on Many Flags over the past several years has poised us well for such a collaborative effort.

However, many of the ideas we discussed at our 7/10/07 meeting (also reflected in your memo to me dated 7/9/07) are definitely worthy of further conversation. Another meeting in which we involve Al Pfeiffer would be an excellent next step. Your suggestion of meeting on Wednesday, July 18 is a good one and I look forward to exploring options.

Cc: Al Pfeiffer

Attachment 3

From: Jamie Doubleday <[jamiedd@adelphia.net](mailto:jamiedd@adelphia.net)>  
Date: Aug 28, 2007 2:53 PM  
Subject: SAD #40 request  
To: Bonnie Davis <[bonniedavis.micue@gmail.com](mailto:bonniedavis.micue@gmail.com)>  
Cc: josiah wilson <[joeycora22@yahoo.com](mailto:joeycora22@yahoo.com)>, spencer hurtt <[spencer.hurt@verizon.net](mailto:spencer.hurt@verizon.net)>, bill reinhardt <[breinhardt@georgechall.com](mailto:breinhardt@georgechall.com)>, morris berry <[mjberry@midcoast.com](mailto:mjberry@midcoast.com)>, joanne richards <[joanne.richards@umit.maine.edu](mailto:joanne.richards@umit.maine.edu)>, dan breeen <[dan97f150@adelphia.net](mailto:dan97f150@adelphia.net)>, david cobey <[cobey@midcoast.com](mailto:cobey@midcoast.com)>, loren andrews <[landrews@discoverycs.com](mailto:landrews@discoverycs.com)>, audrey buffington <[audreyb217@aol.com](mailto:audreyb217@aol.com)>, Al Pfeiffer <[apfeiffer@msad5.org](mailto:apfeiffer@msad5.org)>, Judith Harvey <[jharvey@msad50.org](mailto:jharvey@msad50.org)>, [matthews@midcoast.com](mailto:matthews@midcoast.com)

August 28, 2007

To: Bonnie Davis Micue, Chair, MSAD 40 School Board

From: Jamie Doubleday, Chair, MSAD 50 School Board

Re: Request for Agenda Item dated 8/22/07

Bonnie,

I have spoken with Judy Harvey, Supt. and Bill Reinhardt and Dan Breen, officers of the Board regarding your request. Additionally, I polled five other Board members to get their input. The Board feels that it has had a discussion about consolidation with SAD 40 and does not feel further conversation is necessary. However, if your board or regional planning committee would like to submit a written proposal outlining the points you wish to have us consider, I will forward it to all Board members. If there is information that the Board feels warrants further discussion, I will, of course, notify you and make arrangements for a presentation.

MSAD #50 will continue to follow our Notice of Intent which states " that we will have discussions with MSAD #40 to work on finding regional efficiencies through possible common efforts in food service, maintenance, human resources, etc., but not a general consolidation." It is my understanding that these discussions have already started with our superintendents and the superintendent of MSAD #5. I am sure they will be productive.

# SCHOOL UNION NO. 74

Robert G. Bouchard, Jr.  
Superintendent of Schools

767 Main Street 1A  
Damariscotta, ME 04543  
(207) 563-3044  
FAX: (207) 563-8276

July 9, 2007

Pamela J. Carnahan, Superintendent  
MSAD 40  
44 School Street  
Warren, ME 048604

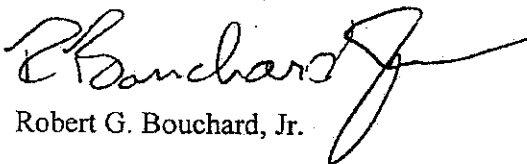
Dear Pam:

This is in response to your letter of July 6 in which you requested a time to discuss possible collaborative and/or reorganization efforts we might jointly undertake between Union No. 74 and MSAD 40.

Although there are some projects we might jointly pursue in the future, our current efforts are focused on putting together an intent to consolidate with Union 49 and Jefferson. As I am sure you realize, this work is consuming much time and energy and I do not believe we could effectively begin discussions with another district at this time.

Thank you for including us in your efforts and I look forward to working with you in the future.

Sincerely,



Robert G. Bouchard, Jr.

Cc: F. Parker Renelt, Union 74 Chair

**Attachment 5**

**To:** jmcintire@wiscasset.k12.me.us  
**Cc:** fnboynton@alted.u132.k12.me.us, potter\_g@union133.org  
**From:** jgibbons@tidewater.net  
**Subject:** SAD40 Withdrawal  
**Date:** November 13, 2007 8:42:38 AM EST

Jay,

The SAD40 RPC voted tonight to withdraw from the Wiscasset et al merger discussions, with heartfelt thanks to Wiscasset and the other towns in the proposed RSU for considering SAD40 as a potential partner.

The SAD40 RPC's action was motivated in part by the reluctance of some towns to proceed with the formation of an RSU as large as the one that would result from the inclusion of SAD40, and the respect that we all must have for those who hold that view. Given the short schedule that we are all working under to meet DOE's timeline for the submission of merger plans, It is our view that the prudent course is to step aside at this point and allow the merger of the remaining towns to proceed smoothly.

We take this action with some regret. We see a lot of opportunities in a district with two high schools, and we expect to be looking back from time to time and thinking about what we all might have been able to accomplish if there had been more time to explore all the possibilities and resolve the issues to everyone's satisfaction. We are encouraged by the openness and positive attitudes that we encountered in the overall group, and we wish you all the best in the work ahead of you.

John

## MAINE SCHOOL ADMINISTRATIVE DISTRICT NO. 40

Friendship \* Waldoboro \* Warren \* Washington \* Union

Pamela J. Carnahan, Ph.D., Superintendent

Scott Vaitones, Business Manager

Susan Jackson, Director of Instruction

Karen Etheridge, Director of Student Services

July 9, 2007

### Facilities

#### What do we do in common?

1. We all have facilities that we maintain
2. Have some sort of Facilities Director's position
3. Hire and train custodians
4. Evaluate staff
5. Have a core specialized maintenance staff
6. Buy supplies
7. Contract with various contractors for repairs and upgrades

#### To consider: Where can we save & how?

1. Facilities Director – Currently most of us have some sort of Facilities Director's position that is developing budget request, overseeing custodians, scheduling summer projects, putting together bidding for things such as mowing, plowing & utilities.
2. Establish uniform job descriptions and hiring practices and screening so that we don't "trade" poor performing staff with each other.
3. Standardizing on cleaning products and protocols and being able to offer regional training.
4. Develop strong relationships with quality contractors for repairs.
5. Share our "specialized" maintenance personnel. In other words, one District may have a electrician on staff and another a plumber.

#### What doesn't make sense:

1. To not be part of the evaluation process at the local level



## MAINE SCHOOL ADMINISTRATIVE DISTRICT NO. 40

Friendship \* Waldoboro \* Warren \* Washington \* Union

Pamela J. Carnahan, Ph.D., Superintendent

Scott Vaitones, Business Manager

Susan Jackson, Director of Instruction

Karen Etheridge, Director of Student Services

July 9, 2007

### Business Services

#### What do we do in common?

1. Generate paychecks
2. Pay vendors
3. Interpret contract language
4. Send out Purchase Orders
5. Track finger printing
6. Post job openings
7. Screen and schedule interviews
8. Manage Health Insurance Enrollments
9. Manage Dental and other plans
10. Set up annuity deductions
11. Balance check books
12. Deposit funds
13. Hire and train staff
14. Work with auditors
15. File State reports
16. Involvement in the budget management process

#### To consider: Where can we save & how?

1. Creating a Business Service Center that performed most of the above functions from one central location.

#### What doesn't make sense:

1. Budget building outside of the local level
2. Budget management outside of the local level
3. Depositing funds outside of the local level
4. Filing State reports outside of the local level
5. Working with the auditors outside of the local level

## MAINE SCHOOL ADMINISTRATIVE DISTRICT NO. 40

Friendship \* Waldoboro \* Warren \* Washington \* Union

Pamela J. Carnahan, Ph.D., Superintendent

Scott Vaitones, Business Manager

Susan Jackson, Director of Instruction

Karen Etheridge, Director of Student Services

July 9, 2007

### Food Services

#### What do we do in common?

1. Feed Students
2. Process Free & Reduced applications
3. Develop menus
4. Manage an ala carte program
5. Purchase food and supplies
6. Teach and practice safe food handling
7. Manage a debit card system
8. Have some sort of Food Service Director's position
9. Hire and train staff
10. Evaluate staff
11. Do some catering

#### To consider: Where can we save & how?

1. Sharing a Food Services Director – Who becomes responsible for hiring, training, menu planning and purchasing
2. Catering -- look at core functions and develop a team to deliver quality catered services

#### What doesn't make sense:

1. To manage free and reduced outside of the local district
2. To manage a debit card system outside of the local district
3. To not be part of the evaluation process at the local level

## MAINE SCHOOL ADMINISTRATIVE DISTRICT NO. 40

Friendship \* Waldoboro \* Warren \* Washington \* Union

Pamela J. Carnahan, Ph.D., Superintendent

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Susan Jackson, Director of Instruction

Karen Etheridge, Director of Student Services

July 9, 2007

### Transportation

#### What do we do in common?

1. We all bus students
2. Have some sort of Transportation Director's position
3. Hire and train drivers
4. Evaluate staff
5. Maintain or contract out bus maintenance
6. Buy fuel
7. Establish routes
8. Manage student behavior

#### To consider: Where can we save & how?

1. Bus maintenance – Currently most of us maintain and staff some sort of “bus repair” facility. It might be possible to join forces and maintain fewer facilities and still keep the buses close to their own District boundaries.
2. Sharing a Transportation Director – Who becomes responsible for hiring, training, route management and first steps of student management.
3. How we manage difficult students that may need 1 on 1 transporting.

#### What doesn't make sense:

1. To have a central fuel lot. The bus fueling locations need to stay locally.
2. To not be part of the evaluation process at the local level.

## MAINE SCHOOL ADMINISTRATIVE DISTRICT NO. 40

Friendship \* Waldoboro \* Warren \* Washington \* Union

Pamela J. Carnahan, Ph.D., Superintendent  
Susan Jackson, Director of Instruction

Scott Vaitones, Business Manager  
Karen Etheridge, Director of Student Services

---

July 9, 2007

### Technology

#### What do we do in common?

1. Manage Local Area Networks
2. Keep current on technology trends
3. Budget building
4. Develop long terms plans
5. Teach integration of technology
6. Repair technology
7. Buy supplies

#### To consider: Where can we save & how?

1. Share a Network Administrator
2. Share integrationist
3. Share repair techies
4. Share lessons learned

#### What doesn't make sense:

1. ????

## MAINE SCHOOL ADMINISTRATIVE DISTRICT NO. 40

Friendship \* Waldoboro \* Warren \* Washington \* Union

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Susan Jackson, Director of Instruction

Karen Etheridge, Director of Student Services

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### Special Education

#### What do we do in common?

1. Work with special needs students.
2. Contract for various service such as PT & OT.
3. Responsible for transporting difficult students.
4. Involvement in the budget building and management process.

#### To consider: Where can we save & how?

1. Hiring some of the contracted type services and shared employees.
2. Sharing Day Treatment program services.
3. Transporting difficult students to the same locations.

#### What doesn't make sense:

1. Budget building outside of the local level
2. P.E.T.s need to be managed at the local level

**Received**

DEC 03 2007

**MAINE SCHOOL ADMINISTRATIVE DISTRICT NO. 40**

Friendship \* Waldoboro \* Warren \* Washington \* Union  
Pamela J. Carnahan, Ph.D., Superintendent  
Susan Jackson, Director of Instruction

**Maine Department of Education**

Scott Vaitones, Business Manager  
Karen Etheridge, Director of Student Services

November 29, 2007

Commissioner Susan Gendron  
The Maine State Department of Education  
State House Station 23  
Augusta, ME 04333-0023

Re: Regionalization Plan for M.S.A.D. # 40 / RSU 23

Please find attached the Alternative Plan submittal sheets for Maine School Administrative District No. 40 (M.S.A.D. # 40) / Regional School Union No 23 (RSU # 23).


The Regional Planning Committee has explored all logical avenues for merger and believe the only option for M.S.A.D. # 40 is to remain a stand alone District made up of the towns of Warren, Waldoboro, Washington, Union and Friendship.

The plan, as attached, details the options the Regional Planning Committee has explored and details a number of areas where future partnerships can be formed.

The Committee firmly believes that within the next couple of years the RSU can build partnerships with other RSUs in the mid-coast region based on the attached Food Services model that has already been implemented with M.S.A.D. # 5 this past year.

Thank you for your consideration of the attached plan.

Thank you,

  
Pamela Carnahan, PhD.